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PROGRAMME QUESTIONS: EVALUATION

In-depth evaluation of the programme on international protection of and assistance to refugees: Office of the United Nations High Commissioner for Refugees

Report of the Secretary-General

SUMMARY

The Committee for Programme and Coordination (CPC), at its twenty-ninth session, recommended that an in-depth evaluation of the programme on international protection of and assistance to refugees be prepared for its consideration in 1993. Following established practice, a progress report was submitted to CPC at its thirty-first session on the basis of which the Committee made recommendations on the scope and methodology of the final report and the issues to be addressed in it.

This report presents findings and recommendations on: protection, durable solutions, assistance, early warning system and UNHCR's contingency planning, training, dissemination, publicity, finance, management and human resources. The general thrust of the recommendations is to strengthen the functions of protection and search for durable solutions, and to further delegate operational responsibility for assistance.

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INTRODUCTION

A. Background

1. Among the earliest concerns of the United Nations in the aftermath of the Second World War was the situation of refugees. The General Assembly adopted a resolution at its first session which laid the foundation for United Nations efforts on behalf of refugees, stressing that no refugee or displaced person who expressed valid objections to returning to his or her country of origin should be compelled to do so. Furthermore, article 14 of the Universal Declaration of Human Rights adopted by the Assembly in 1948 declares that "Everyone has the right to seek and enjoy in other countries asylum from persecution". In 1946, the Assembly established the International Refugee Organization, a temporary specialized agency to seek solutions to the problems of refugees. When it became clear that the refugee problem was not a temporary one, Member States turned again to the General Assembly, which created the Office of the United Nations High Commissioner for Refugees (UNHCR) in 1951. Under UNHCR's statute, the High Commissioner's protection function extends to persons covered by the definition provided in the 1951 Convention on Refugees, supplemented by the Protocol of 1967. UNHCR is the principal mechanism of the international community to assist and protect refugees. There is thus a treaty-based legal regime, with UNHCR as the supervising agency, with the treaty serving as the basis for defining refugees and granting refugee status.

2. The mandate of UNHCR was broadened in the 1970s and subsequently when the General Assembly and the Economic and Social Council adopted resolutions concerning displaced persons and other persons of concern to the High Commissioner. In several instances, UNHCR has been called upon by the Secretary-General to assist people uprooted and displaced within or across borders by human-made disasters.

B. Methodology

3. At its twenty-ninth session, the Committee for Programme and Coordination (CPC) recommended that an in-depth evaluation of the programme on international protection of and assistance to refugees be prepared for its consideration in 1993. At its thirty-first session, CPC considered the progress report of the Secretary-General on the in-depth evaluation of the programme on international protection of and assistance to refugees (E/AC.51/1991/4 and Corr.1) and formulated its conclusions and recommendations setting out the scope and methodology of the study. The General Assembly, in section VIII of its resolution 46/189 of 20 December 1991, approved the recommendation of CPC. The present report has been prepared in conformity with these guidelines.

4. The CPC endorsed the recommendation contained in paragraph 65 of the progress report (E/AC.51/1991/4 and Corr.1) with the understanding that due regard will also be paid to the medium-term plan for the period 1992-1997. In the conduct of the in-depth evaluation, an attempt has been made to ensure that it is both summative in nature through a review of programmatic achievements and issues for the period 1984-1989 extended to 1991 and formative through taking a forward-looking approach, taking into account the strategies laid out in the

medium-term plan for the period 1992-1997. This approach is reflected in the design of the main evaluation questionnaire (see annex below). The following is a tabulation of how the recommendations of the in-depth evaluation relate to the subprogrammes of the medium-term plan for 1992-1997 (A/45/6/Rev.1, vol. II, para. 36.20):

	Subprogrammes	Recommendations
1.	International instruments relating to the status of refugees or otherwise benefiting refugees:	--
2.	Effective implementation of refugee rights:	1, 2, 3
3.	Promotion and dissemination of principles of refugee law:	18, 19, 21, 23
4.	Emergency response and relief, care and maintenance:	5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 30
5.	Durable solutions:	4
	Managerial issues:	15, 16, 17, 20, 22, 24, 25, 26, 27, 28, 29, 31

5. The following categories of information were reviewed in the conduct of the in-depth evaluation:

(a) Information in the public domain: United Nations reports and documents, studies by funding agencies, academic and NGO studies and articles.

(b) Information from internal sources: UNHCR internal evaluation reports, Internal Audit reports, reports of consultants, UNHCR internal working documents.

(c) Information from surveys conducted by the Central Evaluation Unit: main evaluation questionnaire, evaluation questionnaire on the journal Refugee Abstracts, evaluation questionnaire on Refugees magazine, evaluation questionnaire on training.

(d) Submissions by the following based upon a check-list provided by UNHCR, namely the Department of Public Information (DPI), the United Nations Development Programme (UNDP), Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the International Labour Organisation (ILO), the United Nations Centre for Human Settlements (UNCHS), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Food Programme (WFP), the World Health Organization (WHO) and the International Organization for Migration (IOM).

(e) Structured interviews with government representatives, non-governmental organization (NGO) representatives, press correspondents, staff

of UNHCR, UNDP, United Nations specialized agencies, IOM, the Department of Humanitarian Affairs and other United Nations staff.

6. Because the material reviewed for the evaluation was so voluminous, it was not possible to make a descriptive presentation and discussion of it and at the same time conform to General Assembly decisions on the limitation of documentation. The findings and recommendations of the in-depth review of the above material are presented below, and the full results of the main evaluation survey is given in the annex to the report.

7. The surveys mentioned in paragraph 5 (c) were concluded during the second half of 1992. The main questionnaire was sent to all 46 States members of the Executive Committee of the UNHCR, and to all 64 NGOs on a list of those active in refugee matters provided by UNHCR. Sixty-five per cent of the government representatives and 70 per cent of the NGOs responded to the main questionnaire. The results of this main survey are mentioned in the findings below only when they show widespread agreement. Many of the questions required technical knowledge. The results are given as a percentage of those respondents who expressed an opinion on a particular question. The evaluation questionnaire on the journal Refugee Abstracts was inserted in the June 1992 issue of that publication, and thus sent to all 474 subscribers. The evaluation questionnaire on Refugees magazine was mailed to a random sample of 408 (i.e., 1 in every 100) readers of the English and French versions of the main edition. The response rates were 15 per cent and 34 per cent respectively. The data collected through the evaluation questionnaire on training did not lead to significant findings results, but the comments provided by the respondents have been taken into account.

FINDINGS AND RECOMMENDATIONS

8. The two main functions of UNHCR are to provide international protection to refugees and to seek durable solutions to their problems, 1/ under the relevant international and regional refugee instruments. 2/ In addition, UNHCR has a major role in coordinating aid to refugees. While its material assistance activities are conducted through national or local authorities of the country concerned, other organizations of the United Nations system, NGOs or private technical agencies, 3/ UNHCR, of late, has had to become increasingly operational itself because of the number and size of the humanitarian emergencies confronting the international community. The general thrust of the recommendations below is to strengthen the functions of protection and search for durable solutions, and to further delegate operational responsibility for assistance.

A. Protection

9. The 1951 Convention relating to the Status of Refugees, and the related Protocol of 1967, as the most comprehensive protection instruments to date at the global level, continue to play a central role in the international regime for refugee protection. 4/ There were 97 States parties to the Convention and/or Protocol in 1985, and 114 in 1992. However, by June 1992, only 27 States had replied to the UNHCR questionnaire issued two years earlier on the

implementation of these instruments, and it is difficult to draw a conclusion on difficulties experienced by States in meeting their obligations under the Convention. 5/ Legal problems have arisen where no specific legislative arrangements have been made to incorporate the Convention and Protocol into national law. 6/ The Final Act of the 1951 Conference on the Status of Refugees expresses the hope that the Convention will have value as an example exceeding its contractual scope. 7/ In this spirit, regional instruments have been useful when they have not only incorporated the 1951 Convention but also sought to provide the same or a comparable protection regime to an extended category of refugees. 8/ Other regional standard-setting activities do not necessarily reflect this spirit, and, in such cases, UNHCR is seeking a renewed commitment to produce internationally acceptable norms for territorial asylum. 9/ Among several initiatives to assist States, UNHCR has launched a Country Information Project. The Project will serve as the focal point for the active dissemination of relevant, credible, reliable and current information to those engaged in protection and assistance to refugees. 10/

10. The unique and universal nature of the UNHCR mission is to extend international protection to refugees; it is this which distinguishes the Office from all other organs of the United Nations. 11/ Difficulties have been reported in international humanitarian operations when UNHCR is not in a position to discharge this protection mission, through and in cooperation with Governments. 12/ Relief and development agencies that become involved in delivering assistance generally see themselves as having only a limited protection role. Their field staff rarely receive any training or orientation in protection issues or even a clear statement of their agency's overall position regarding protection matters. 13/ In accord with several regional instruments, UNHCR extends its protection mandate to refugees of war and civil strife. 14/ In the area of migration and return/expulsion of non-refugee aliens, many of the respondents to the evaluation survey who provided comments considered that UNHCR should be involved in such situations merely in a supportive capacity, avoiding duplication with other organizations, and as guardian of the 1951 Geneva Convention.

11. Internally displaced persons have no agency comparable to UNHCR to turn to when they are forced from their homes. 15/ The protection afforded by international law for victims of internal disturbances and tension remains inadequate. One institution, the International Committee of the Red Cross (ICRC), does have a mandate for protecting and assisting one category of internal refugees - those who are in a country where international humanitarian law is applicable because of a situation of international or non-international armed conflict. In situations of internal strife, which are not covered by international humanitarian law, the ICRC, on the basis of the statutes of the International Red Cross and Red Crescent Movement, can offer its services for protection and assistance to victims of such situations. 16/ UNHCR has been able to help in some cases because it has been authorized by the Secretary-General or the General Assembly. In other cases, UNHCR has become involved at the request of Governments. The response of the international community to such situations has been ad hoc, and in many cases no effort has been undertaken at all. 17/ A meeting of the Inter-Agency Standing Committee provided for in General Assembly resolution 46/182, held at Geneva on 3 February 1993, addressed this question. It reaffirmed the need for the Committee to continue

consideration of the question of allocation of responsibility on a case-by-case basis.

12. In the evaluation survey, of those who expressed an opinion on question 1, approximately 75 per cent of government representatives and 85 per cent of NGOs considered that UNHCR should be more involved in providing assistance and protection to displaced people who do not fall within the refugee definition. Many of those respondents who provided comments considered that UNHCR has the operational capacity and experience to do so, but they cautioned that activities in new areas should not hamper UNHCR's primary and unique role of international protection of refugees and its function of providing them with assistance. In resolution 47/105, the General Assembly welcomed "efforts by the High Commissioner, on the basis of specific requests from the Secretary-General or the competent principal organs of the United Nations and with the consent of the concerned State, to undertake activities in favour of internally displaced persons, taking into account the complementarities of the mandates and expertise of other relevant organizations". (See also para. 15 below.)

> Recommendation 1, Population displacements not covered by international instruments: In situations of displacements of populations not covered by international instruments, UNHCR should have an advisory role for protection issues with the organizations involved in operations of relief and assistance. In such situations, when prompt and adequate assistance is not provided by any other international organization, UNHCR should seek the necessary authority to provide the protection and assistance needed.

B. Durable solutions

1. Catalytic political role of UNHCR

13. The search for durable solutions to the problem of refugees and displaced persons of concern to UNHCR is one of the main functions of the Office. 18/ Such solutions involve the root causes of refugee flows and, where possible, action to prevent further refugee movements. There are almost always important political dimensions to the root causes. 19/ Over 70 per cent of government representatives expressing an opinion on question 5 of the evaluation survey and 75 per cent of NGOs considered that UNHCR should play a more active role in ensuring that political issues affecting exiled communities are taken up in appropriate international forums. For UNHCR the challenge is to do this while, at the same time, preserving its non-political and humanitarian status. 20/ The Department of Humanitarian Affairs, New York (DHA/New York) supports efforts in this area, the role of the Emergency Relief Coordinator falling mainly in the field of humanitarian diplomacy, and relations with the Security Council and other political bodies. 21/

14. Approximately 85 per cent of government representatives who expressed an opinion on question 2 of the evaluation survey and 88 per cent of NGOs stated that UNHCR should be more involved in the prevention of refugee movements. In a note to the Executive Committee, UNHCR "recognized the need to give greater content to its role vis-à-vis countries of origin ... the challenge is to develop a balanced and effective refugee policy which includes new options on

prevention, while respecting the basic principles and concerns of protection". 22/ UNHCR intends to focus on prevention of the circumstances which force people to leave. 23/

Recommendation 2, Catalytic political role of UNHCR: Working in cooperation with the political authorities of the United Nations and the Emergency Relief Coordinator, UNHCR should bring to the attention of the relevant intergovernmental bodies information on situations which could give rise to displacement of populations.

2. Human rights aspects of refugee situations

15. In 1992, at the forty-eighth session of the Commission on Human Rights, the High Commissioner for Refugees stated that "it needed to be recognized that human rights violations are a major factor in many coerced departures", and that "human rights formed the overall basis for protection and assistance to refugees, and this could be the key to finding solutions to refugee problems". She called on the Commission to agree on an appropriate follow-up mechanism which would contribute to the protection of the internally displaced and on the establishment of a meaningful relationship between UNHCR and the Commission. 24/ More than 90 per cent of government representatives expressing an opinion on question 6 of the evaluation survey and over 95 per cent of NGOs considered that there should be greater linkages between UNHCR and the human rights organs and activities of the United Nations system. At its forty-fifth session, in 1989, the Commission on Human Rights called upon the Centre for Human Rights to cooperate with UNHCR as well as other United Nations agencies in the development of the advisory services programme. 25/ In 1992, a memorandum of understanding between the Centre for Human Rights and UNHCR was agreed upon; it applied to a country-specific situation, and its purpose was to organize the forwarding of relevant information by UNHCR to the Centre. 26/ At the end of 1992, UNHCR and the Centre set up a joint working group to elaborate mechanisms and approaches for enhanced and continuous collaboration between them. 27/ At its forty-eighth session, by its resolution 1992/73, the Commission on Human Rights requested a comprehensive study to identify existing laws and mechanisms for the protection of internally displaced persons and alternatives for addressing protection needs not adequately covered. 28/ Pursuant to the above resolution, the then appointed Representative of the Secretary-General concluded in the study submitted at the forty-ninth session of the Commission that there was no focal entity within the United Nations system specifically mandated to assume responsibility for the protection of the internally displaced. In order to attend to the protection needs of this particularly vulnerable group of persons, which according to current estimates comprises about 24 million people, the study recommended as a first step that the Commission on Human Rights establish a mechanism utilizing the full potential of the institutional structures and resources available in the United Nations system. This mechanism or entity would also provide a much-needed platform for monitoring mass displacement of people, collecting information on subsequent violations of their human rights, and helping in sustaining a positive dialogue towards concrete solutions with Governments affected by mass displacement crises.

Recommendation 3, Human rights aspects of refugee situations: UNHCR and the Centre on Human Rights should establish joint mechanisms to ensure that: (a) refugee situations emanating from human rights violations are brought to the attention of the Commission on Human Rights, and appropriate action is proposed to it; (b) advisory services and technical cooperation aimed at improving the implementation of international covenants and agreements on human rights, including monitoring and reporting mechanisms, adequately address the human rights of refugees and asylum-seekers.

3. Regional approaches to durable solutions

16. More attention has been paid in recent years to the developmental aspects of durable solutions. General Assembly resolution 46/182 stresses the clear relationship between emergency, rehabilitation and development. 29/ But, as stated in a study by J. Cuénod, "UNHCR, being a humanitarian organization, has difficulties to have access to development funds ... What is required is for the central planning authorities of the host country to take into account the contributions and the needs of the refugees when formulating their national development plan". 30/ The collaboration of UNHCR with a development agency, UNDP, within the framework of a regional plan of action, as in the International Conference on Central American Refugees (CIREFCA) process, is seen as a promising model for providing durable solutions to the problems of refugees, returnees and displaced persons. In the evaluation survey, of those who expressed an opinion on question 24, 80 per cent of government representatives and 90 per cent of NGOs considered that regional approaches to durable solutions have the greatest potential for success. Tripartite commissions or similar consultative mechanisms, regional approaches to refugee problems (CPA - The Comprehensive Plan of Action on Indo-Chinese Refugees - and CIREFCA) and other such efforts continued to be implemented by UNHCR in 1992. 31/ The CIREFCA process is particularly effective in that it takes into account the needs of both countries of origin and countries of asylum, and has the flexibility to permit change as political circumstances require. The co-sponsorship of CIREFCA by UNHCR and UNDP provided a base from which to continue their ongoing cooperation in the CIREFCA process. The setting up of a Joint Support Unit of the two agencies solidified this relationship. 32/ However, the transition between relief aid and developmental assistance in CIREFCA is a major challenge. UNHCR deals directly with the target population; UNDP focuses on macro-level development. The Quick Impact Projects in Nicaragua have only partially filled the gap between immediate assistance and macro-level development; the full transfer of responsibility from UNHCR to UNDP has been rescheduled several times. 33/ The Emergency Relief Coordinator has been entrusted with the responsibility of ensuring a smooth transition from relief assistance to rehabilitation, reconstruction and development (General Assembly resolution 46/182, annex, para. 35 (h)). This issue is to receive special attention at the April 1993 session of the ACC as well as the Economic and Social Council at its high-level coordination segment in July 1993. The above and other approaches will be fully considered during these and other discussions in order to develop specific modalities and framework for the collaborative efforts of all the concerned parties. Further work in strengthening UNHCR's role in this regard will be carried out within this framework.

Recommendation 4, Regional approaches to durable solutions: UNHCR should encourage all countries involved to explore regional approaches to durable solutions of problems causing refugee situations. Such approaches would normally involve some or all of the following elements: the legal mechanism of tripartite commissions; plans containing commitments related to basic principles of refugee law and humanitarian assistance; close collaboration between UNHCR, UNDP and other development agencies in the context of a joint support unit; the eventual withdrawal of UNHCR from any operational responsibility.

C. Assistance

1. Role of other organizations of the United Nations system and IOM

17. UNHCR is called upon to provide assistance for the care and maintenance of refugees and persons in refugee-like situations. During the 1984-1992 period, UNHCR faced refugee problems of increasing magnitude and complexity. 34/ UNHCR's budget, which is almost entirely funded through voluntary contributions, had a total expenditure in 1984 amounting to $444 million, and expenditures in 1992 of $1,000 million. 35/ These amounts do not include expenditures by Governments or other organizations in support of their own refugee assistance programmes; asylum procedures in the members of the Organisation for Economic Cooperation and Development, for example, have been estimated at 10 times UNHCR's total budget. 36/

18. The statute of the Office requires the basic functions of UNHCR to be performed by assisting Governments and, subject to the approval of the Governments concerned, private organizations. More and more frequently, as in emergency situations or when a suitable implementing partner could not be identified, UNHCR has had no option but to become operational. 37/ To avoid being more involved in operations, and to augment the resources available to assist refugees and returnees, UNHCR has gradually paid greater attention to inter-agency cooperation. 38/ However, such inter-agency cooperation does not yet rest on a clear definition of the agencies' respective areas of responsibility. 39/ In this connection, mechanisms established by General Assembly resolution 46/182, especially the Inter-Agency Standing Committee, will be fully utilized to provide the policy guideline and framework for cooperation. Over 90 per cent of government representatives expressing an opinion on question 7 of the evaluation survey and 70 per cent of NGOs considered that UNHCR should attempt to delegate additional operational responsibilities to other United Nations organizations, in sectors such as education and health. The first general sectoral working arrangement was developed in 1991 between UNHCR and WFP, achieving a clearer division of responsibilities between the two agencies. This arrangement permits savings in overall administrative costs and is expected to lead to more efficient delivery of food aid to the beneficiaries. 40/ The existing coordination between UNHCR and IOM continued in 1992, and IOM's cooperation in refugee/returnee transportation has been very important. Regular consultations on matters of common interest have also continued both in Geneva and in the field. 41/ Complementarity between these two organizations can further be developed. 42/

Recommendation 5, Cooperative arrangements in assistance to refugees: The present effort to clarify areas of specialization and complementarity among agencies of the United Nations system and IOM, leading to cooperative arrangements along the lines of the UNHCR-WFP agreement, should be continued. Cooperative arrangements should be put into effect as soon as possible with UNICEF (water supply, sanitation), WHO (coordination of health sector in large programmes), and IOM (logistics, support to reinsertion, information in country of origin).

2. Role of implementing partners

19. Answers to several related questions in the evaluation survey pointed to the need for UNHCR to increase the involvement of NGOs in operational activities: in particular, 80 per cent of government representatives expressing an opinion on question 13 of the evaluation survey, and 90 per cent of NGOs, stated that UNHCR should do more to expand the capacity and operational involvement of national NGOs in developing countries (see Training, sect. E below). On question 16, 85 per cent of government representatives and 75 per cent of NGOs expressing an opinion considered that UNHCR could make greater use of private sector enterprises in the implementation of assistance programmes. The practice of UNHCR's implementing partners to subcontract private enterprises in technical sectors where the implementing partners lack expertise has proven valuable. 43/ The choice of the most qualified implementing partner for a given project is vital, and often made under emergency conditions but information on prospective partners' ability to deliver required assistance is sometimes sketchy. Although there are some regional databases of NGOs active in refugee matters to guide UNHCR staff in their choice of implementing partners, there is not yet such a database with world-wide scope. 44/ The 1990-1991 world-wide consultations between UNHCR and nearly 200 NGOs stressed the importance of NGO involvement at all stages of a refugee situation, from early warning, information gathering and needs assessment through to programme planning, implementation and evaluation. 45/ Actions taken recently to enhance NGO involvement have been useful; in the areas of advocacy and refugee protection, some problems have occurred because of a lack of clarification of roles and responsibilities. 46/

Recommendation 6, Role of NGOs: The UNHCR electronic directory (roster) of NGOs active in refugee matters should be completed as a matter of priority, and regularly updated. This database should include an assessment of each NGO's capacity and prior performance. UNHCR should formalize agreements with suitable NGOs in the areas of legal support, advocacy, and refugee rights monitoring; such agreements should include a clear definition of responsibilities and roles.

3. Control of project management

20. Control over project management has improved in spite of the difficult environment in which most assistance and emergency relief programmes are delivered. 47/ International NGOs with the required expertise have recognized the need for cooperation with UNHCR in the institutional development of local NGOs. Several of the irregularities and inefficiencies noted by auditors and others were linked to the institutional weaknessess of operational partners; a closer monitoring of their operations has been suggested. 48/ As from January 1993 the Internal Audit Division has set up its UNHCR Section in Geneva, dedicated exclusively to the audit of UNHCR activities. In order to meet the Division's resource requirements to provide audit coverage of all UNHCR activities on a three to three-and-a-half-year cycle, the UNHCR is giving the Division, as from 1993, two additional posts and funds for related non-staff costs. As from 1994, subject to the approval of the Executive Committee of UNHCR and to the availability of funds, UNHCR is also providing the Division with a new post and related non-staff resources. On the need for field staff with strong managerial background see Human resources, section H below.

21. Even in countries with well-developed individual asylum procedures, UNHCR is experiencing managerial difficulties and is exploring ways for the local community to take more responsibility in processing individual cases. In other countries, it is strengthening its monitoring of the Convention's implementation and providing advisory services to assist institution building. 49/ A number of relevant reviews have been carried out by the UNHCR Central Evaluation Section, including the 1992 review of UNHCR's activities in Western Europe. 50/

> Recommendation 7, Strengthening field audit and management: The Internal Audit Division should be strengthened in order to allow the audit of each UNHCR country programme every other year, or at the assumption of duties of a new representative. UNHCR should establish a multidisciplinary team of management specialists; this team should visit field programmes to provide assistance for the strengthening of management systems in place, to advise on the quality of the leadership and management of human resources, and to assist staff in ensuring that the programme objectives are being met.

4. Participation of refugees

22. In the evaluation survey, 85 per cent of government representatives expressing an opinion on question 14 and 95 per cent of NGOs stated that refugees could be more involved in the design and implementation of assistance programmes. UNHCR staff interviewed generally agreed that refugee participation usually helps promote programmes based on human development and self-management rather than on dependency. Procedures for refugee participation at all stages of a project are described in the UNHCR Manual. Due to external constraints, however, this participation is sometimes limited to the needs assessment stage; in such a case, it would not be summarized in the project implementing instruments, and so it is difficult to assess to what extent participation is, in fact, a standard practice. 51/

5. Targeting vulnerable groups

23. Over 85 per cent of government representatives expressing an opinion on question 15 of the evaluation survey and 95 per cent of NGOs stated that there is a potential for greater targeting of UNHCR's protection and assistance programmes towards refugee women. Several studies have pointed out that while women and children constitute 80 per cent of the refugee population, the implications of this fact for programming and policy development have not been fully integrated into decision-making, despite recent progress. 52/ UNHCR has redoubled its efforts, especially through targeted training activities, to promote greater support and understanding of UNHCR's policy and activities on behalf of refugee women. 53/ UNHCR has had a Coordinator for Women for more than two years. In 1992, a Coordinator for Refugee Children was appointed to help increase the awareness of the special needs of refugee children. 54/

D. Early warning system and contingency planning

24. An effective United Nations early warning system will not in itself ensure a timely response to every emergency. There were situations in recent years where UNHCR had indications of impending crises and yet refrained from responding early for lack of resources or in some cases, because of other difficulties. 55/

1. Early warning

25. Approximately 85 per cent of government representatives and the same proportion of representatives of NGOs expressing opinions on question 9 of the evaluation survey, considered that it is possible to anticipate refugee emergencies through the development of early warning systems. Because of its mandate and apolitical nature, UNHCR's approach to early warning has been, in the past, directed more at emergency preparedness than at prevention. 56/ However, the present international situation may allow greater scope for effective action in regard to root causes and prevention of refugee flows, and UNHCR has been increasingly involved in preventive strategies. 57/

26. Following the report of the Joint Inspection Unit on the coordination of activities related to early warning of possible refugee flows, 58/ UNHCR participated in the ACC Working Group established to work out practical measures. 59/ The Working Group concluded in its 1992 report that a full United Nations early warning system should be developed in phases, and considered that such a system would not be able to operate at anything approaching full efficiency until relevant technical expertise was first significantly improved. 60/ The development and effectiveness of an early warning system is one of the important objectives of the United Nations identified by the Secretary-General in his report entitled "An Agenda for Peace" (A/47/277-S/24111). This important task is being pursued by the agencies in collaboration with the Department of Humanitarian Affairs and the Inter-Agency Standing Committee established by General Assembly resolution 46/182. In this context, UNHCR intends to assess its current reporting system and organizational structure with a view to improving the collection, analysis and channelling of

information by its staff on potential refugee flows and internal displacement. 61/

Recommendation 8, UNHCR focal point on early warning: UNHCR should establish a focal point exclusively in charge of research on early warning questions, including the development of indicators of impending displacements of population, with access to all existing information within UNHCR. The focal point should develop guidelines for UNHCR staff on gathering and reporting relevant information. The UNHCR focal point should coordinate its activities with the focal points of other United Nations departments and agencies within the framework proposed by the Organizational Committee of ACC. In this context, UNHCR will actively participate, alongside other concerned organizations of the United Nations system, with the newly instituted consultations mechanism on early warning on flow of information on mass movement of populations, under the aegis of the Department of Humanitarian Affairs.

2. Emergency operations

27. An early warning system, understood in the broad sense of encompassing preparedness and responsiveness, requires the concerted response of specialized organizations of the United Nations system, and in that context the most critical problem is not foreseeability but the lack of a common operational system. 62/ The Department of Humanitarian Affairs, through its inter-agency consultations and support structures, has the responsibility of developing systems for effective inter-agency relief operations, including the creation of unified methods and structures for delivering assistance in the field. 63/ Studies have shown that, in an emergency, a single operational agency must be responsible for ensuring that all sectors are covered, through its own activities or those of other organizations. 64/ In refugee emergencies, UNHCR will continue to exercise its mandated responsibilities. In complex emergencies involving non-refugee groups, the allocation of responsibilities should be discussed within the appropriate inter-agency consultative forums and ultimately decided upon by the Secretary-General.

28. In October 1991, UNHCR adopted its new Emergency Preparedness and Response System. After the first year of implementation, the new System, with officers on stand-by at headquarters, and regional Emergency Response Teams, has greatly enhanced UNHCR response to humanitarian disasters. 65/ However, some gaps have been identified in the overall support system, particularly administrative support. 66/ Other measures have been taken in recent years to develop UNHCR's preparedness capability; for example, the Executive Committee in February 1991 decided to change the Financial Rules, in particular those governing the Emergency Fund, the Working Capital and the Guarantee Fund, to give the High Commissioner greater scope to deal with contingencies. 67/ In December 1992, the Executive Committee further enhanced the provisions governing the Emergency Fund. 68/

Recommendation 9, Emergency operations: In each emergency situation, one senior administrative officer with full authority to commit resources should be appointed to provide administrative support in the field to the Emergency Preparedness and Response Officer.

Recommendation 10, Funding of the Emergency Preparedness and Response system: The Emergency Preparedness and Response system (EPR) put into place in 1992 should be funded by Governments at the requested levels to enable UNHCR to conduct proper responses to emergencies.

3. Stand-by arrangements

29. Several agreements have been reached with NGOs for the secondment of personnel to UNHCR to meet emergency needs. 69/ Stand-by arrangements have also been worked out with the Norwegian and Danish Refugee Councils and other agencies, including government agencies, for immediate deployment of personnel. These stand-by and other arrangements have proven valuable in emergency situations. This approach has not been developed yet at the regional level. 70/

Recommendation 11, Stand-by arrangements: Stand-by arrangements similar to those with the Norwegian and Danish Refugee Councils should be developed at the regional level with national relief organizations.

E. Training

30. UNHCR training activities have increased substantially in recent years. In response to the External Audit criticism in 1985 and 1986 that insufficient attention was being paid to briefing and training staff, 71/ and in conjunction with the establishment of an Emergency Management Training Programme (in collaboration with the University of Wisconsin/Madison), a Training Section was set up in 1987. The initial focus was the continuation of the Emergency Management Training effort, and the development of a network of Field Training Coordinators and Headquarters Training Focal Points to assist in developing and carrying out localized training plans. By 1992, there were over 70 Field Training Coordinators and 23 Headquarters Training Focal Points. 72/ Between 1988 and 1991, 490 courses were conducted covering management, office skills, emergency training, refugee law and other topics. Approximately one third of the 2,623 course participants during 1990-1991 were government officials and refugee workers employed by NGOs, United Nations agencies and others.

31. In addition to these formal programmes, field offices carry out ad hoc training programmes, which probably constitute one half of all training efforts of UNHCR, and are aimed primarily at the staff of its operational partners. Such training is undertaken mostly by UNHCR field staff whenever this is possible, subject to the exigencies of their main duties. 73/ Because of its ad hoc nature, most training of national operational partners, both from governmental and non-governmental organizations has been carried out rather sporadically.

1. Training of operational partners

32. Sixty per cent of UNHCR's resources is utilized by its operational partners; training of their staff has a significant bearing on the efficiency and effectiveness of UNHCR's field operations. 74/ Institutional weaknesses of national operational partners have been reported in many studies; there is also a high turnover rate among their staff. Considering these two factors, an approach to training organized exclusively by UNHCR would be too costly to contemplate. 75/ However, in the evaluation survey, of those who expressed an opinion on question 13, 80 per cent of government representatives and 90 per cent of NGOs considered that UNHCR should do more to expand the capacity and operational involvement of national NGOs in developing countries.

33. UNHCR has made efforts to identify additional non-governmental sources of funding for some refugee law training seminars 76/ and has taken initiatives to involve its partners in delivering training themselves, as with the development in 1992 of an emergency management briefing and training package used by the Danish and Norwegian Refugee Councils. 77/ One of the conclusions of the 1991 UNHCR/NGOs world wide joint consultations was that training is one of the activities where UNHCR/NGO partnership can be best developed, with exchange of expertise during joint staff training, cooperation in organizing induction programmes and sectoral training, and cooperation in the institutional development of local NGOs. 78/ In the evaluation survey, a surprising 100 per cent of both government representatives and NGOs who expressed an opinion on question 11, responded that there is a need for UNHCR to collaborate more extensively with NGOs in developing and carrying out its training activities.

> Recommendation 12, Collaboration in training: UNHCR should collaborate more extensively with NGOs, including academic centres specialized in refugee matters, in designing, implementing and funding its training activities.

> Recommendation 13, Training of national operational partners: UNHCR should support an increase in formal training of national operational partners by implementing partners with extensive experience and sufficient expertise. This support could be partly through an on-the-job training format, and partly through using training kits prepared by UNHCR. Such enhanced training activities, complemented by collaboration between implementing partners during project implementation, would contribute to building up the institutional capacity of the host country.

2. Cooperation with United Nations agencies

34. UNHCR Field Training Coordinators are encouraged to explore actively the possibilities of local collaboration on training with other United Nations agencies 79/ and cooperation between UNHCR and other agencies in the field of training has been mutually beneficial, with United Nations agencies such as UNICEF, UNDP, WFP benefiting from UNHCR training materials and assistance. 80/ UNHCR and UNDP recognize the need for their staff working in refugee reintegration programmes to be better trained regarding the essential nature,

mandate and operational modalities of the other agency. 81/ The programme for the promotion of refugee law reflects increasing awareness of the need for UNHCR to strengthen cooperation with other agencies and organizations in the sphere of promotion, dissemination and training activities for refugee law. 82/

Recommendation 14, Cooperation with United Nations agencies in training: Cooperation between UNHCR and other agencies in the field of training, ranging from exchange of information and comparing experiences to undertaking joint training efforts, should continue to be developed informally, particularly in view of increased inter-agency operational collaboration.

3. Training of UNHCR staff

35. For the staff of UNHCR, the two most important training needs are those relating to, first, the induction-orientation training and briefing of new staff members, particularly of those being assigned to the field, and, second, to the training of staff upon change of assignment and assumption of new functions. Neither of these needs have been adequately met. 83/ An internal Task Force on Training has made recommendations on these issues. 84/ The policy of regular rotation of staff while beneficial has been disruptive in many instances. 85/ Rotation results in the loss of benefits of previous training, and so creates additional training needs. The policy of a Standard Assignment Length was made more flexible in 1992 so that staff can be rotated more easily within specific categories of posts. 86/

Recommendation 15, Training of UNHCR staff: All new staff members should be given appropriate induction-orientation training and briefing, with priority to those being assigned to the field. Similarly, all staff members assigned to new functions should receive appropriate training prior to assuming their new functions.

4. The UNHCR training functions

36. In the absence of an overall UNHCR training plan linked to a strategy of human resources management, training has tended to be given in response to individual preferences and career development objectives. 87/ The 1992 Task Force on Training reaffirmed the view that training is a managerial responsibility of all supervisors and that this responsibility entails participation in the process of identifying the training needs of their staff and counterparts, the formulation of a training plan, and follow-up activity, including evaluation. 88/ However, staff currently designated as coordinators or focal points for training are performing this function informally in addition to their main responsibilities; as a consequence they are not able to devote as much attention as would be necessary to the implementation of their office's training plan. Comments made by respondents to the evaluation survey on training indicated that the training skills of UNHCR staff serving as part-time trainers needed upgrading.

Recommendation 16, Strengthening the UNHCR training functions: A Training Steering Committee should be established under the chairmanship of the Deputy High Commissioner to develop UNHCR policy on training and to monitor its implementation.

37. Not all the training activities of UNHCR are subject to regular evaluation; follow-up evaluation has been difficult to undertake because of the high staff turnover of the operational partners and high staff rotation in UNHCR. Information for the proper management of the training function is still lacking: there is no clear picture of the total volume of training being undertaken and no systematic information on the impact of such training. 89/

Recommendation 17, Information for training management and monitoring: Information on training activities indicating the numbers of people trained, the nature of the training, and the affiliation and functions of the trainees, should be maintained regionally and centrally to ensure accountability and to meet proper management requirements. All training activities of UNHCR should be subjected to regular end-of-training evaluations. Follow-up evaluations, six months to one year after the training, should be conducted for samples of trainees and activities.

F. Dissemination

1. Promotion of refugee law

(a) Promotional activities

38. UNHCR has a mandated responsibility to consolidate and expand the legal framework governing the status and rights of refugees. This function involves promoting the fundamental principles of refugee protection. Promotional activities in this regard include dissemination of refugee-related human rights law and protection principles, active support of further accession to international instruments concerning refugees, and of their effective implementation, by, for example, the training of people from governmental and other entities involved in refugee status determination and protection, and in the search for durable solutions. 90/ The Executive Committee and the General Assembly have recently reaffirmed the importance of the Office's efforts to promote the development and strengthening of international refugee law through the organization or support of round tables, seminars and discussion groups. 91/ In 1984 the UNHCR organized only four refugee law seminars. 92/ In contrast 71 seminars were organized between July 1991 and July 1992, not including several activities in cooperation with other institutions, such as the International Institute of Humanitarian Law. This increase is the result of a strategy of collaboration with private donors, government agencies and other organizations. 93/ For these seminars, both the evaluation survey and UNHCR end-of-course evaluations show a high level of satisfaction among participants. However, the comments of respondents to these evaluation surveys show also that they wished the seminars were more closely related to local situations, and were followed up by other activities. 94/ There have been no post-seminar evaluations to assess the seminars' impact on government practices. 95/ UNHCR representatives do not routinely include a plan in their country programmes for the dissemination of refugee law. 96/

> Recommendation 18, Refugee law at the country level: Activities on refugee law promotion should be included in UNHCR country programmes. The implementation of these activities should be part of the functions of Field Protection Officers.

(b) Collaboration with academic institutions

39. UNHCR has too few protection officers with a legal background to cover all situations presenting difficult protection problems, and as a consequence the promotion and dissemination functions are often not fulfilled. 97/ In the few instances where it has been tried, collaboration with academic institutions and researchers has proven useful for the dissemination of refugee law. 98/ Links with academic institutions are important for UNHCR in research terms, but also for exchange of ideas and the promotion of the teaching of refugee law. 99/

> Recommendation 19, Collaboration with academic institutions: UNHCR should designate a focal point/research manager to facilitate collaboration with academic and research institutions for purposes of enhancing the promotion of refugee law and the dissemination of the fundamental principles of refugee protection. A world survey of research and academic institutions and organizations active in areas

of interest to refugee issues should be conducted, perhaps by an academic centre in collaboration with UNHCR.

2. Dissemination of information

40. The dissemination of information on refugee issues through the distribution of publications was rationalized with the establishment of the Centre for Documentation on Refugees (CDR) in 1986. In its first year, the CDR serviced 1,255 requests for information, documents and consultations; 5,744 requests were serviced in 1991. The CDR has created a number of new approaches to dissemination of information, in collaboration with Governments, and consortia of NGOs. The CDR maintains a database on public domain refugee information. It is also developing a country information database designed to be used by refugee workers and government officials in charge of screening procedures. 100/ In addition, it is supporting the development of the International Refugee Documentation Network, for the dissemination and exchange of information between refugee organizations and agencies.

(a) Publications

41. Readership surveys were conducted as part of the in-depth evaluation for the two periodicals distributed by UNHCR, Refugee Abstracts and Refugee magazine. These surveys show strong support from readers and a high level of interest. Refugee Abstracts is published by the CDR for academics and specialized institutions. Virtually all respondents to the evaluation survey considered it essential for any collection of literature on refugees. Ninety per cent of respondents considered the quality of its summaries adequate. Seventy per cent of respondents stated that its coverage of literature on refugee issues was adequate. However, there appears to be a problem of timeliness; only 56 per cent of respondents considered the timeliness of information in it adequate and 30 per cent expressed interest in getting Refugee Abstracts in an electronic form. Refugee, a magazine for the general public published by the Public Information Section, was redesigned in 1991 in order to present the views of UNHCR more effectively and to become a forum for debate on crucial refugee issues. 101/ Several cost-saving measures have been introduced, including some regionalization of production. Approximately 60 per cent of its subscribers are professionally involved in refugee matters. 102/ Almost 90 per cent of respondents to the evaluation survey considered the magazine useful in fostering an understanding of UNHCR's mission, and almost 85 per cent used it as a source of current information on refugee situations; 30 per cent used it as an educational tool. Many of the respondents who made comments would like more coverage of regional problems and of activities of other organizations. Almost three quarters of the respondents said that they would wish to continue receiving the magazine if a small yearly subscription fee was established.

(b) Distribution

42. Several units within the Office (CDR, Public Information, Training, Emergency) prepare documents and products for public distribution, in some instances with the collaboration of outside contractors. CDR dispatches approximately 30,000 documents every year. 103/ New developments in public

information and fund raising will increase the volume of these activities, but there is no central unit within UNHCR to handle the distribution of publications and information documents. Certain documents are sales publications but there is no centrally coordinated procedure for the collection of fees and contributions. The Public Information Section has recently introduced many new products which generate income, but it lacks the capacity to effectively distribute and merchandise its products on a large scale even though the demand appears to exist. 104/

> Recommendation 20, Distribution Unit: UNHCR should establish a unit with responsibility to distribute and, where appropriate, merchandise all dissemination products and publications, to coordinate activities of outside contractors concerned, and to collect fees and contributions generated by the products and publications. The unit can be started by regrouping existing resources at present scattered among several sections. Any additional resources required by substantial new activities should be supported from revenues.

G. Publicity

43. Information activities are aimed at creating international awareness and understanding of the plight of refugees and of the goals and activities of UNHCR itself. 105/ These activities were thoroughly reviewed during 1991 106/ and a new UNHCR public information strategy was adopted in 1992. 107/

1. Response to media

44. In NEXIS WIRES, an electronic database containing the full texts of over 10 million wire service stories for the period 1984-1992, the proportion of all stories on refugees which refer to UNHCR was 4 per cent in 1990, and had increased to 12 per cent in 1992. The number of stories with a reference to the High Commissioner has increased tenfold between 1990 and 1992. Of all stories on refugees which contain at least one reference to the United Nations, only 12 per cent referred to UNHCR in 1990, but this percentage grew to 24 per cent in 1992. However, examination of three separate samples of full texts, with a total of 156 stories, filed between 1989 and 1991, shows that only half the stories on UNHCR activities actually had a reference to UNHCR itself. 108/

45. Among likely causes of the noted improvement in press coverage are the greater priority given by the new High Commissioner to communications requirements and the production by the Public Information Section of documents directly usable by press correspondents. 109/ Several impediments to even wider coverage have been identified. UNHCR staff in the field have not been encouraged to establish communications with news media contacts; the benefits of providing factual information as up to date and accurate as possible have been obscured by the fear that the press may gain access to confidential UNHCR documents and information. 110/ At headquarters, when UNHCR is involved in an emergency or other situation that warrants the urgent release of a press update or the publication of a bulletin, the Desks and Directors responsible for that operation are extremely busy and cannot give priority to the timely clearance of public information material. 111/ Interviews with press correspondents

conducted as part of the evaluation indicate that they wish to access more easily UNHCR information on refugee situations.

46. The name of the Office does not lend itself to easy citation, particularly in English. 112/ Nevertheless, a majority of respondents to the evaluation survey considered that a change of name would not be a critical factor in helping UNHCR be better known without better publicity strategies about its work and that if a new name were to be given to the Office, it should keep the reference to the United Nations.

> Recommendation 21, Response to media: At headquarters, UNHCR should adopt a more streamlined procedure for internal clearance of public information materials and develop and maintain a separate database for electronic fact sheets, with on-line access provided for accredited media correspondents, as well as UNHCR staff who must respond to media inquiries. In the field, in the absence of public information officers and of UNHCR representatives, UNHCR staff should be encouraged to play a public information role when the need arises, under general guidelines established by Headquarters. A brief segment of training courses for UNHCR staff should be devoted to responding to the media.

2. Public information officers

47. Where it has been possible to recruit Public Information Officers locally, they have been very effective. Such personnel, not subject to the rotation system, have ensured the necessary continuity of professional contacts and the suitability of general press strategies to the local context. 113/ However, the 1991 consultant report on Public Information observed that the regional structure of Public Information is very loose, with a variable number of relatively junior staff around the world maintaining very indirect or incomplete reporting channels to Public Information, Geneva. 114/ At present, some public information officers in the field work solely under the supervision of the representatives, who often are uncomfortable in dealing with the media. As a result, the High Commissioner's public positions on vital refugee issues are not publicized as widely in the field as they should be. 115/ There are also difficulties in launching coordinated efforts, such as public awareness campaigns. In addition, there are no public information officers in several duty stations where there is a need for greater public awareness of refugee issues, or where the potential for fund-raising has not yet been exploited. 116/ Higher visibility in the media and the press generates information requests from the general public, and the public awareness campaigns, the new Goodwill Ambassador programme, and the new National Committees place additional demands on Public Information, Geneva, which it has difficulty meeting. 117/

> Recommendation 22, Public information officers: Public Information field personnel should work under the supervision of Public Information, Geneva, and within the framework of the UNHCR public information strategy. In duty stations where there is a pressing need for greater public awareness of refugee issues or potential for fund-raising, public information officers should be assigned in a manner that ensures the necessary continuity with the media.

3. Reaching a wider audience

48. To raise public consciousness on refugee issues, and expand the UNHCR fund-raising base, UNHCR intends to reach a much more diversified audience than it has done to date. 118/ During 1992 a test public awareness campaign was conducted in four countries. This campaign included posters, television and radio announcements, public service advertisements in the press and a programme of activities geared to teachers and students. Although it was not the main purpose, the campaign has generated some income from non-traditional sources, and, in general, has stirred public interest. 119/ The Fund Raising Service intends to concentrate on taking advantage of public information activities, designing fund-raising operations that would coincide with the public awareness campaigns. The respective roles of fund raising and of public information are being clarified. 120/ Such campaigns are complex; in the test cases, there were some problems of coordination with Country/National Committees. 121/ To maximize the use of available resources and expertise, UNHCR and NGOs recognize that complementary action is vital for successful advocacy on behalf of asylum seekers and refugees, as long as the Office's control over the image and the message it wants to communicate is maintained, and the integrity of UNHCR partners respected. 122/ They intend to coordinate their efforts vis-à-vis Governments, the media, public debates and campaigns. 123/

49. Activities of DPI in support of the publicity programme of UNHCR were undertaken both at Headquarters and in the field through the network of United Nations information centres (UNICs). In spite of this cooperation between DPI and UNHCR, however, many possibilities of collaboration have not yet been explored. For example, information on UNHCR planned activities, as well as the UNHCR weekly briefings, are not forwarded on a regular basis for dissemination among UNICs through the Department electronic communication facilities, and briefings of UNIC Directors and other information professionals in the field could include UNHCR presentations more systematically. 124/

> Recommendation 23, Public awareness campaigns: UNHCR public awareness campaigns should be designed around local perceptions, and carried out in close collaboration with local UNHCR staff, Country/National Committees or other local organizations as appropriate.

> Recommendation 24, Collaboration with DPI: Collaboration between UNHCR and DPI should be developed further. For example, the DPI electronic communication link with UNICs should be used systematically to disseminate the content of UNHCR weekly briefings; UNHCR should prepare presentations for the periodic briefings of UNIC Directors organized by DPI, with sufficient advance notice being given by DPI to UNHCR. A joint UNHCR/DPI task force should be set up to explore new avenues of cooperation, including the possibility of a common UNHCR/DPI information strategy.

H. Finance, management and human resources

1. Finance

(a) Uncertainty of funding

50. As stated by the High Commissioner at the forty-first session of the Executive Committee, the unstable and unpredictable nature of UNHCR's funding produces crippling effects on its activities, such as delays in programme implementation through the holding in abeyance of preparatory actions and the frequent reprogramming of activities. This problem, which seems to be of a chronic nature, was raised in an external evaluation and several internal audit reports. At the forty-sixth session of the General Assembly, the spokesperson of the Nordic delegations stated that "there was a need for UNHCR funding to be more predictable", and that "the current uncertainty led to an ad hoc approach to assisting refugees and prevented the financing of long-term solutions". 125/

(b) Extrabudgetary funding

51. Activities in the "general programmes" category accounted for less than 40 per cent of funds in 1992, even though only activities in this category are subject to a thorough consultative process with the Executive Committee and presented to the Pledging Conference. 126/ All other activities fall under the category of "special programmes", for which the Executive Committee receives information on the initial projections, and detailed reports only after implementation, and for which special appeals are required. 127/ The categorization of activities between the general and special categories has not kept pace with the changing nature of UNHCR's programmatic requirements, and now impedes both strategic planning and fund-raising. 128/ In 1992 the special programmes included, for example, over 90 per cent of funds for work on repatriation, which has now been the durable solution of preference for many years. 129/ Funding of activities in the "special programmes" category is sometimes uncertain, even for activities which receive strong support from the Executive Committee, such as the Emergency Response Capacity and Repatriation programmes. 130/

(c) Fund-raising

52. Among the factors which appear to be important in attracting funds for UNHCR are high media visibility; 131/ the involvement of potential donors, and where relevant implementing partners, in, for example, the drafting of UNHCR appeals; 132/ and the involvement in a large ongoing programme of groups of countries concerned with a specific situation. 133/ The increase in resources allocated to fund-raising has not kept pace with the growth in the scale, number and complexity of UNHCR programmes. 134/ Due in part to lack of resources, the Fund-Raising Service has not systematically pursued the initiatives needed to deal with the three above-mentioned factors, or to pursue non-traditional sources of funding such as international financial institutions, or to avoid competition with bilateral or other humanitarian assistance. 135/ The potential to assist in fund-raising of the other units in the External Relations Division - those concerned with Public Information, Interorganization Relations and NGO Liaison - is also underutilized 136/ (for public information, see also section G above).

(d) Multi-year planning

53. Day-to-day pressures have made it difficult to establish multi-year project planning. 137/ Where such multi-year planning has existed, for example in projects which are part of a regional plan such as CIREFCA, it has contributed to donor confidence and support, and provided a framework for longer-term funding commitments. 138/ Too few medium- and long-term activities in UNHCR have multi-year plans. 139/ The framework for multi-year planning exists in the UNHCR manual but has not been applied systematically for medium- and long-term projects because of day-to-day pressures and also because field staff do not yet have the skills needed to formulate such plans. 140/

(e) Regular budget funding

54. In the evaluation survey, 91 per cent of government representatives expressing an opinion on question 21 agreed that the regular budget of the United Nations should bear a greater burden of UNHCR's administrative costs; 90 per cent of NGO respondents expressing an opinion concurred with this view. The total estimated expenditures from all sources of funds for 1992 was $1,042 million, of which $20.1 million, or approximately 2 per cent, was from the regular budget (A/AC.96/798, summary table 3). In their comments, respondents stated that there is a need for a substantial part of the core activities of UNHCR, especially those in support of its protection function, to be covered by more dependable funding.

55. In the proposed programme budget for the biennium 1990-1991, a distinction was made between operational staff and non-operational staff, 141/ with the understanding that the costs of operational staff be exclusively financed from voluntary funds administered by the High Commissioner. Because of the financial constraints in the regular budget, it was also agreed that the voluntary funds would in addition cover non-operational costs in the field while the United Nations would meet the costs of non-operational staff at UNHCR headquarters. Those proposals met the approval of the General Assembly with the understanding that the new arrangements would remain unchanged for the four biennial periods subsequent to 1990-1991. However, a review of this arrangement took place in the context of the preparation of the proposed programme budget for the biennium 1992-1993 in the light of the financial difficulties faced by UNHCR in meeting expenditures under voluntary funds. 142/ In the proposed budget for the biennium it was argued that, given the essential functions of UNHCR aimed at providing international protection to refugees and at seeking durable solutions to refugee problems, UNHCR "must maintain a presence, however minimal, in countries of asylum independently of the size or nature of material assistance programmes implemented in these countries. Under the circumstances, the posts of chiefs of missions could be deemed to constitute a proper charge to the regular budget". 143/ It was, however, proposed that only the 17 posts of chiefs of missions in the least developed countries where UNHCR operates be recognized as a proper charge to the regular budget. The Secretary-General proposed that they be brought under the regular budget on a phased basis and that two of the posts be included in the programme budget for the biennium 1992-1993. ACABQ did not support the new proposal and observed that "the situation had not changed significantly since 1989", adding that the Committee had not been provided "with additional information which would warrant a change in the funding of the UNHCR staffing establishment agreed to at that time by the

Secretary-General and the High Commissioner for the four biennial periods subsequent to 1990-1991". 144/ In its resolution 46/185, the General Assembly endorsed the recommendation of the ACABQ and requested the Secretary-General to review with UNHCR the current arrangements for the financing of administrative and other posts at UNHCR and, taking into account the financial situation of UNHCR and the United Nations and all relevant intergovernmental decisions, to "make proposals, as appropriate, in the context of the proposed programme budget for the biennium 1994-1995". 145/ In 1992, UNHCR prepared a report on classification of activities/categorization of posts, among other things, for purposes of quantifying "the number of posts that could be considered a legitimate charge against the United Nations regular budget" 146/ and at its forty-third session (1992), the Executive Committee of UNHCR took note of the report and requested UNHCR to "submit to the Subcommittee in the first half of 1993 the preliminary results of its exercise of presenting all posts according to the proposed categories: executive direction and management, substantive posts, operational posts and support posts". 147/ The final result of this review of posts in UNHCR will not be ready until 1994.

Recommendation 25, Coverage by the Pledging Conference: In order to permit a more comprehensive review by the Executive Committee and coverage by the Pledging Conference, the allocation of activities between the categories of General programmes and Special programmes should be adjusted every three years by the Subcommittee on Administrative and Financial Matters to reflect significant changes in the strategic orientation of UNHCR. A much greater proportion of activities concerned with voluntary repatriation should come under the category of General programmes, in particular such aspects of repatriation as preparation, promotion and movement.

Recommendation 26, External relations strategies for fund-raising: The role of the units in the External Relations Division should be reviewed so as to maximize their contributions to fund-raising activities. A strategy for the involvement of donors, and NGO and United Nations system partners, in needs assessment, the drafting of appeals, and in other ways, should be developed and become standard practice. Additional resources should be allocated to fund-raising activities.

Recommendation 27, Selective multi-year project planning: In order to increase donor support for medium- and long-term programmes, UNHCR should adjust its programming practices to encourage multi-year project planning. For example, where regional plans of action include medium- and long-term activities, as in the Comprehensive Plan of Action, associated multi-year project plans should be developed. Field staff should be trained and given support to formulate such multi-year project plans.

Recommendation 28, Survey of growth in administrative needs and preparation of proposal for funding of administrative costs: UNHCR should, in the context of its classification of activities/categorization of posts, and in consultation with the Department of Administration and Management, undertake a study of its administrative needs. The study should show how the administrative

needs of UNHCR have grown with the expansion of international protection and assistance activities in the past four years, and pinpoint administrative requirements which are of a recurring nature. The administrative needs demonstrated by the study should then be translated into post and/or administrative overhead requirements. The study and its conclusions should be presented to the General Assembly through the Executive Committee of UNHCR and the Economic and Social Council so that it could receive the priority attention needed.

2. Management: Strategic planning

56. Driven by events, large parts of UNHCR programmes are extended from year to year. The 1990 report of the Executive Committee Temporary Working Group recommended that UNHCR examine the usefulness of a four-to-five-year corporate plan/strategy document that would provide senior management with a longer-term institutional focus and objectives. 148/ The 1992 CIDA report also considered that some strategic planning was needed. 149/ However, the Senior Management Committee, facing an ever-growing number of refugee situations and emergencies, spends much of its time on reviewing developments affecting the activities of UNHCR, and cannot devote sufficient attention to major policy issues and longer-term forward planning. 150/

Recommendation 29, Strategic planning: A small group should be established in UNHCR to make recommendations on strategic planning to the High Commissioner and the Senior Management Committee. The Subcommittee on Administrative and Financial Matters should be informed of decisions on the establishment of strategic planning in UNHCR by the end of 1993. These decisions should also be reflected in subsequent revisions to the medium-term plan for the period 1992-1997.

3. Human resources

(a) Emergency staffing arrangements

57. The scale, nature and number of humanitarian crises in recent years led UNHCR to adopt flexible staffing arrangements so that, on the one hand, in time of need, additional staff required could be hired expeditiously without undue bureaucratic constraints, but, on the other hand, when the need no longer existed, the staff complement could be reduced appropriately. 151/ In addition to this short-term emergency recruitment, the Office has also deployed, in emergency operations, NGO staff on secondment, volunteers on the UNV emergency roster and staff on loan from Governments (civilian and army personnel). 152/ The most serious problem encountered was a shortage of staff with a good administrative experience of UNHCR operations, able to assume managerial responsibility, and conduct negotiations on behalf of the Office. 153/ Staff from other United Nations agencies have been seconded to UNHCR in technical areas, such as sanitation, health services and education, and the experience with this form of secondment has been positive, but the practice has not been developed in administrative and managerial areas. 154/ Related actions are being taken to simplify the process of internal redeployment and temporary replacement of staff, and the procedures and relevant rules for recruitment for

up to one year. 155/ The system of differentials and allowances for field service, particularly in the most difficult stations, does not adequately compensate UNHCR's personnel for the hardship experienced and for the additional financial burden they may have to face as a result of rotation. Additional stress is applied to the system with the multiplication of peace-keeping mission assignments of long duration for United Nations Secretariat staff benefiting from different entitlements. 156/

Recommendation 30, Emergency staffing arrangements: In emergency situations, when all the capacity for redeployment of administrative staff within UNHCR has been exausted, UNHCR should deploy staff on secondment from United Nations agencies, to assume administrative and managerial functions. Rosters of such agency staff should be developed by regions. Such secondment may require one week's training in refugee matters; this training should be made a prerequisite of placement on the roster.

(b) Recruitment

58. Over 65 per cent of government representatives and over 80 per cent of NGOs expressing an opinion on question 10 of the evaluation survey considered that UNHCR did not have a sufficient number of staff members to undertake the responsibilities expected of it. Many of those respondents who provided comments considered that UNHCR needs a medium-term recruitment strategy if it is to hire people with the knowledge and skills required by its new responsibilities. 157/ Because the size and the complexity of programmes have significantly increased recently, the presence in field operations of staff with strong managerial background has become a requirement in many regions, where large programmes are being implemented. 158/ The Office also needs to deploy a larger number of protection officers with a legal background to fulfil more effectively its core function of protection. 159/ (See also sect. E, Training, for recruitment and staff rotation.)

Recommendation 31, Recruitment: UNHCR should develop, preferably as part of a strategic planning document, a medium-term recruitment strategy which takes into account the scale and nature of its current and likely future responsibilities; this strategy should include systematic review of sources of suitable personnel and the building up of a roster of candidates available for recruitment. The Subcommittee on Administrative and Financial Matters should be informed of policy decisions concerning the recruitment strategy by the end of 1993.

I. Action by the Executive Committee of UNHCR

59. Under its terms of reference, the Executive Committee of UNHCR supervises the programmes of the High Commissioner's Office. It is desirable that the present report, together with the conclusions and recommendations of the CPC on it, be brought to its attention.

Recommendation 32: The present report, together with the conclusions and recommendations of CPC on it, should be submitted to the Executive Committee of UNHCR for review and action.

Notes

1/ Statement by the United Nations High Commissioner for Refugees at the 34th meeting of the Third Committee during the forty-seventh session of the General Assembly (see A/C.3/47/SR.34).

2/ General Assembly resolution 47/105, para. 1.

3/ UNHCR, Information Paper (Geneva, 1989), para. 15.

4/ Report of the UNHCR Working Group on International Protection (Geneva, 6 July 1992), para. 32.

5/ Report of the United Nations High Commissioner for Refugees, 1985 (A/40/12), para. 86; see also "Overview of UNHCR Activities", report for 1991-1992 (A/AC.96/798), para. 197; and draft report of the 25 June meeting of the Subcommittee of the Whole on International Protection (EC/1992/SCP/CRP.11), paras. 7 and 8.

6/ "Implementation of the 1951 Convention and the 1967 Protocol relating to the Status of Refugees", 1989 (EC/SCP/54), paras. 13-17.

7/ Final Act of the 1951 United Nations Conference of Plenipotentiaries on the Status of Refugees and Stateless Persons, sect. IV-E, in Collection of International Instruments Concerning Refugees, 1988 (HCR/IP/1/Eng.).

8/ Report of the UNHCR Working Group on International Protection, para. 35.

9/ Ibid.; see also Pontifical Council "Cor Unum", Refugees: A Challenge to Solidarity (Vatican City, 1992), para. 10; and EC/1992/SCP/CRP.11, para. 8.

10/ UNHCR/CDR, "Terms of Reference - Country Information Project" (5 November 1992, para. 4); see also H. Thoolen, UNHCR's Information Technology Used for Refugee Protection, Background paper, Conference on the Future of the International Refugee Documentation Network, Crete, 1992, p. 7.

11/ See note 1.

12/ Lawyers Committee for Human Rights, Uncertain Haven (New York, 1991), pp. 9, 67, 152; see also D. Gallagher, et al., Safe Haven (Refugee Policy Group, Washington, D.C., Geneva, 1987), pp. 50-51; B. Frelick, "Refugees in Mexico: New Law, Old Practices", World Refugee Survey, United States Committee for Refugees, 1992, p. 93.

13/ R. Cohen, Human Rights Protection for Internally Displaced Persons (Washington, D.C., Refugee Policy Group, 1991), p. 6.

14/ B. Frelick, "Call them what they are - refugees", World Refugee Survey, 1991, p. 13.

15/ L. Clark, "Internal Refugees - The Hidden Half", World Refugee Survey, 1988, p. 23.

16/ Ibid.; "Persons displaced within their own countries as a result of armed conflict or disturbances", ICRC, Geneva, March 1991, sect. III.3.

17/ Independent Commission on International Humanitarian Issues, Refugees: the Dynamics of Displacement (London, Zed Books, 1986), pp. 120-122.

18/ General Assembly resolution 47/105, para. 9.

19/ K. Rupesinghe, M. Kuroda, et al., Early Warning and Conflict Resolution (London, The Macmillan Press Ltd., 1992).

20/ Opening statement by the United Nations High Commissioner for Refugees at the forty-third session of the Executive Committee, 1992 (A/47/12/Add.1, annex, para. 52).

21/ UNHCR/DHA internal document (CEU No. 29).

22/ "Note on International Protection", 1992 (A/AC.96/799), para. 26.

23/ Statement by the United Nations High Commissioner for Refugees to the Commission on Human Rights, 1992 (E/CN.4/1992/SR.35).

24/ Ibid.

25/ R. Cohen, Introducing Refugee Issues into the United Nations Human Rights Agenda, Refugee Policy Group, Washington, D.C., Geneva, 1990, pp. 36-37.

26/ UNHCR internal document (CEU No. 28).

27/ CEU interviews with government representatives and with UNHCR staff (CEU Nos. 2, 34 and 35).

28/ Commission on Human Rights resolution 1992/73.

29/ General Assembly resolution 46/182, annex I, para. 9.

30/ J. Cuénod, "EC Assistance to Regions with Large Numbers of Refugees", Selected Papers (Geneva, 1989), pp. 175-177.

31/ Official Records of the General Assembly, Forty-seventh Session, Supplement No. 12 (A/47/12), para. 4.

32/ Refugee Policy Group, International Conference on Central American Refugees (CIREFCA), a case study prepared for UNDP, September 1992, paras. 35-36.

33/ Ibid., paras. 29 and 38-40; UNHCR internal document (CEU No. 9); UNDP submission to the Central Evaluation Unit, 4 August 1992.

34/ General Assembly resolution 47/105.

35/ "Overview of UNHCR Activities" (A/AC.96/798), para. 83; UNHCR, Information Paper (Geneva, 1989), annex IV.

36/ Statement of the Australian delegation to the Executive Committee, 7 October 1991.

37/ UNHCR Manual, 1991 revision, sect. IV-1.4.1/5; Internal Audit Division (IAD) reports (CEU Nos. 3, 10, 19, 22 and 25).

38/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 12 (A/46/12), para. 176.

39/ UNHCR internal document (CEU No. 18).

40/ "Overview of UNHCR Activities", report for 1990-1991 (A/AC.96/775), para. 202; ibid., report for 1991-1992 (A/AC.96/798), para. 176.

41/ Ibid., para. 190.

42/ International Organization for Migration (IOM) submission to the Central Evaluation Unit, 8 July 1992.

43/ CEU interviews with Internal Audit Division staff (CEU No. 74).

44/ An Introduction to Refugee Emergency Management, EMI Training Module, UNHCR, 1990, p. 51; H. Thoolen, UNHCR's Information Technology, sect. VIII-4; Universalia, "CIDA Evaluation of UNHCR", for the CIDA, Ottawa, 8 September 1992, para. 4.5.2; CEU interviews with government and NGO representatives, and UNHCR staff (CEU Nos. 4, 14 and 38).

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49/ Danish Refugee Council, "Short discussion paper on the role of NGOs ...", part II; CEU interviews with NGO representatives and UNHCR staff (CEU Nos. 14 and 57); opening statement of the High Commissioner, 1992, paras. 35 and 43.

50/ UNHCR Evaluation Activities, 1992 (A/AC.96/794), paras. 23-26; report of the Subcommittee on Administrative and Financial Matters, October 1992 meeting (A/AC.96/803), para. 48.

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52/ See, for example, S. F. Martin, Refugee Women (London, Zed Books, 1991), p. 5.

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55/ Ibid., 1992, para. 54; UNHCR/DHA internal document (CEU No. 29); Urgent Preliminary Appeal for Emergency Humanitarian Assistance to Tajikistan, January-May 1993, DHA, New York; CEU interviews with UNHCR staff and with IAD staff (CEU Nos. 43 and 72).

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57/ "Overview of UNHCR Activities", report for 1991-1992 (A/AC.96/798), para. 25; Note on International Protection, 1992, para. 28.

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59/ Note by the Secretary-General on the JIU report "The coordination of activities related to early warning" (A/45/649/Add.1), recommendation 1 (c).

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65/ Opening statement of the United Nations High Commissioner for Refugees, 1992, paras. 13-16.

66/ Note on UNHCR's Emergency Response Capacity (EC/1992/SC.2/CRP.15), paras. 11-13; UNHCR internal document (CEU No. 14); CEU interviews with UNHCR staff (CEU Nos. 43 and 51).

67/ Report on the meeting of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees held at Geneva on 6 February 1991 (A/AC.96/768), para. 11.

68/ Report on the meeting of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees held at Geneva on 17 December 1992 (A/AC.96/806), para. 8.

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77/ Note on UNHCR's Emergency Response Capacity, 1992, para. 26.

78/ UNHCR/NGO Partnership, 1992, part II-9 and 11.

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80/ Overview of UNHCR Activities, report for 1989-1990 (A/AC.96/753), para. 132; WFP submission to Central Evaluation Unit, 18 August 1992, sect. B-2; UNHCR internal document (CEU No. 1).

81/ UNHCR/UNDP internal document (CEU No. 27).

82/ Information Note on UNHCR's Activities for Refugee Law Promotion, Dissemination and Training, 1992 (EC/SCP/73), para. 6.

83/ UNHCR evaluation reports (CEU Nos. 3, 6, 10, 21 and 33); CEU interviews with UNHCR staff and with Internal Audit Division staff (CEU Nos. 53, 74 and 75); Human Resources Management, 1992 (EC/1992/SC.2/CRP.2), paras. 106-115.

84/ EC/1992/SC.2/CRP.2, paras. 120-122; Overview of UNHCR Activities, report for 1991-1992, paras. 165-167; CEU interviews with UNHCR staff (CEU Nos. 53 and 54).

85/ Internal Audit Division reports (CEU Nos. 14 and 25); CEU interviews with UNHCR staff (CEU Nos. 35, 38 and 48).

86/ Human Resources Management, 1992, paras. 40-45.

87/ Universalia, "CIDA evaluation of UNHCR", para. 4.4.3.

88/ UNHCR internal document (CEU No. 13).

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91/ Conclusions of the Executive Committee, thirty-seventh session (A/41/12/Add.1), para. 125 (h), and thirty-eighth session (A/42/12/Add.1), para. 204 (o); General Assembly resolutions 43/117, para. 18, and 44/137, para. 7.

92/ Medium-term plan for 1984-1989 (A/37/6), para. 8.21.

93/ Information note on UNHCR's Activities for Refugee Law Promotion, Dissemination and Training, 1992 (EC/SCP/73).

94/ UNHCR internal document (CEU No. 1); CEU post-course evaluation survey.

95/ CEU interviews with UNHCR staff (CEU Nos. 37 and 38).

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97/ Lawyers Committee for Human Rights, The UNHCR at 40: Refugee Protection at the Crossroads (New York, 1991), pp. 107-108; UNHCR internal document (CEU No. 12).

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105/ Report of the United Nations High Commissioner for Refugees, 1991 (A/46/12), para. 193.

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110/ UNDP/UNDRO Disaster Management Manual, revision May 1991, 4G-1; CEU interviews with press correspondents (CEU No. 23); UNHCR internal document (CEU No. 7).

111/ "A Communications Strategy for the UNHCR", pp. 18, 41 and 42; UNHCR internal document (CEU No. 20); CEU interviews with press correspondents and UNHCR staff (CEU Nos. 21, 22, 23, 25, 38 and 49).

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115/ CEU interviews with government representatives and with UNHCR staff (CEU Nos. 1, 2 and 55); UNHCR internal document (CEU No. 20).

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117/ UNHCR internal document (CEU No. 7); "A Communications Strategy for the UNHCR", p. 37; CEU interviews with UNHCR staff (CEU Nos. 38, 49, 61, 62 and 63).

118/ "A Communications Strategy for the UNHCR", pp. 24-26; UNHCR internal document (CEU No. 7); report of the 22 June 1992 meeting of the Subcommittee, paras. 31-37.

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ANNEX

RESULTS OF QUESTIONNAIRE SURVEY OF MEMBERS OF THE UNHCR EXECUTIVE COMMITTEE AND OF MAIN NGOS ACTIVE IN REFUGEE MATTERS

Responses as of 24 December 1992

	Members of the Executive Committee	Non-governmental organizations
Number of questionnaires sent	46	64
Number of responses	30	45
Response rate	65.2%	70.3%

	Number of respondents				
	Expressing an opinion			Others	
	Yes	No	Total	No opinion	No answer
1. Should UNHCR be more involved in providing assistance and protection to displaced people who do not fall within the refugee definition?					
(a) Government representatives	20	6	26	2	2
(b) Representatives of NGO	37	6	43	-	2
2. Should UNHCR be more involved in the prevention of refugee movements?					
(a) Government representatives	24	4	28	-	2
(b) Representatives of NGOs	39	5	44	1	-
3. Should UNHCR be involved in migration issues and activities?					
(a) Government representatives	11	18	29	1	-
(b) Representatives of NGOs	18	24	42	1	2
4. Is UNHCR the appropriate agency to deal with mass expulsions of non-nationals?					
(a) Government representatives	10	14	24	5	1
(b) Representatives of NGOs	29	12	41	3	1
5. Should UNHCR play a more active role in ensuring that political issues affecting exiled communities are taken up in appropriate international forums?					
(a) Government representatives	19	8	27	1	2
(b) Representatives of NGOs	33	10	43	2	-
6. Should there be greater linkages between UNHCR and the human rights organizations and activities of the United Nations system?					
(a) Government representatives	25	2	27	2	1
(b) Representatives of NGOs	42	1	43	2	-
7. Should UNHCR attempt to delegate additional operational responsibilities to other United Nations organizations in sectors such as education and health?					
(a) Government representatives	25	2	27	2	1
(b) Representatives of NGOs	29	12	41	4	-

	Number of respondents				
	Expressing an opinion			Others	
	Yes	No	Total	No opinion	No answer
8. Have UNHCR's new emergency preparedness measures adequately enhanced the organization's capacity to respond to humanitarian disasters?					
(a) Government representatives	13	7	20	9	1
(b) Representatives of NGOs	15	10	25	16	4
9. Is it possible to anticipate refugee emergencies through the development of early warning systems?					
(a) Government representatives	22	4	26	2	2
(b) Representatives of NGOs	35	6	41	2	2
10. Does UNHCR have sufficient staff members to undertake the responsibilities expected of it?					
(a) Government representatives	8	16	24	5	1
(b) Representatives of NGOs	7	32	39	5	1
11. Is there a need for UNHCR to collaborate more extensively with NGOs in developing and carrying out its training activities?					
(a) Government representatives	24	-	24	6	-
(b) Representatives of NGOs	44	-	44	1	-
12. Should NGOs assume a more operational role in the protection of refugees?					
(a) Government representatives	11	15	26	2	2
(b) Representatives of NGOs	31	12	43	1	1
13. Should UNHCR do more to expand the capacity and operational involvement of national NGOs in developing countries?					
(a) Government representatives	16	4	20	9	1
(b) Representatives of NGOs	35	3	38	7	-
14. Could refugees be more involved in the design and implementation of assistance programmes?					
(a) Government representatives	21	3	24	4	2
(b) Representatives of NGOs	41	2	43	2	-
15. Is there a potential for greater targeting of UNHCR's protection and assistance programmes towards refugee women?					
(a) Government representatives	23	3	26	4	-
(b) Representatives of NGOs	39	2	41	2	2
16. Could UNHCR make greater use of private sector enterprises in the implementation of assistance programmes?					
(a) Government representatives	17	3	20	7	3
(b) Representatives of NGOs	23	8	31	11	3
17. Has UNHCR been able to communicate a knowledge of the agency and an understanding of its work to the general public?					
(a) Government representatives	11	16	27	2	1
(b) Representatives of NGOs	24	18	42	2	1

	Number of respondents				
	Expressing an opinion			Others	
	Yes	No	Total	No opinion	No answer
18. Would UNHCR be better known if it were to be given a new name, such as the International Refugee Organization?					
(a) Government representatives	9	15	24	4	2
(b) Representatives of NGOs	10	26	36	8	1
19. Should UNHCR's public information activities be utilized for fund-raising purposes?					
(a) Government representatives	26	1	27	2	1
(b) Representatives of NGOs	19	18	37	4	4
20. Is there a potential for UNHCR to raise additional funds from non-governmental sources?					
(a) Government representatives	21	6	27	2	1
(b) Representatives of NGOs	18	18	36	6	3
21. Should the United Nations regular budget bear a greater burden of UNHCR's administrative costs?					
(a) Government representatives	21	2	23	5	2
(b) Representatives of NGOs	31	2	33	12	-
22. Should the Governments which approve UNHCR's expenditure targets have a corresponding obligation to provide that level of funding?					
(a) Government representatives	12	15	27	3	-
(b) Representatives of NGOs	37	3	40	5	-
23. Is there a potential for UNHCR to regionalize its structures and activities?					
(a) Government representatives	16	9	25	5	-
(b) Representatives of NGOs	23	11	34	10	1
24. Do regional approaches to durable solutions have the greatest potential for success?					
(a) Government representatives	20	4	24	4	2
(b) Representatives of NGOs	36	3	39	4	2
25. Is UNHCR fully exploiting the potential of local integration as a durable solution for refugee problems?					
(a) Government representatives	9	9	18	9	3
(b) Representatives of NGOs	5	23	28	15	2
26. Should UNHCR facilitate the return of refugees to areas affected by conflict?					
(a) Government representatives	13	9	22	3	5
(b) Representatives of NGOs	15	28	43	2	-
27. Has UNHCR given sufficient attention to the rehabilitation and reintegration of returnee populations?					
(a) Government representatives	14	11	25	3	2
(b) Representatives of NGOs	6	31	37	5	3